

EMERGENCY TRAFFIC MANAGEMENT

PRIMARY: Department of Public Safety

SUPPORT: Department of Natural Resources, Division of Law Enforcement, Division of Land, Water, and Conservation, and Division of Wildlife and Freshwater Fisheries; Department of Probation, Parole, and Pardon Services; Department of Transportation; Office of the Adjutant General, SC National Guard and SC Emergency Management Division; SC Educational TV; South Carolina Law Enforcement Division; Forestry Commission; Budget and Control Board, Division of the State Chief Information Officer; Civil Air Patrol

I. INTRODUCTION

A. The aggressive management of evacuating motor vehicle traffic during the threat of, or immediately following, an emergency or disaster incident is critical to the life safety of all state residents and transients. This function must be planned and executed in a coordinated manner that will ensure the most timely and orderly movement of the impacted populace to an area of safety. Evacuations may occur as a result of natural or technological hazards faced by the state and will require planning and coordination within all geographic areas of the state.

B. Hazards which will require action by this functional area and likely geographic areas impacted include, but not limited to:

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| 1. | Hurricanes | Coastal areas, including high population tourist areas. |
| 2. | Nuclear Power Plants | 10 and 50 mile Emergency Planning Zones from nuclear power plants. |
| 3. | Hazardous Materials Incidents | Densely populated areas statewide. |
| 4. | Flooding | Areas vulnerable to inundation from tidal, riverine, and storm induced flash flooding. |
| 5. | Dam Failure | Areas downstream from FERC regulated and other high hazard dams. |

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| 6. | Earthquakes | Densely populated areas statewide. |
| 7. | Weapon of Mass Destruction Incidents | Densely populated areas statewide. |
| 8. | National Security Emergencies | Densely populated areas statewide. |
| 9. | Tornados | Statewide. |
| 10. | Winter Storms | Statewide. |
| 11. | Fires | Statewide. |

- C. Effective emergency traffic management will be accomplished by multiple cooperating agencies led by the Department of Public Safety, which has overall responsibility for this emergency support function. Transportation system management is vitally important to successfully execute this function; therefore, the SC Department of Transportation (DOT) will play a major role in the preparedness and execution phases. Aggressive public awareness, education, and communication efforts are essential to the success of this function and must be accomplished by all ESF agencies, and coordinated by the SC Emergency Management Division (SCEMD).

II. MISSION

To provide for coordinated plans, policies, and actions of state and local governments to ensure the safe and orderly evacuation of populations affected by all hazards. To further ensure that once the threat or hazard no longer exists that prompt and orderly re-entry into the evacuated area is accomplished. Other missions may not involve evacuations, but are equally important. They include, but are not limited to, ensuring public safety to motorists during hazardous weather conditions, re-routing traffic to protect motorists/pedestrians from hazardous material exposure, and restricting access and developing diversions from flood prone areas identified in inundation maps of hydro-electric facilities.

III. CONCEPT OF OPERATIONS

- A. The Department of Public Safety is the Governor's executive agent for all emergency traffic management issues before, during, and after any required evacuation. The Department of Public Safety is responsible for all ESF-16 administrative, management, planning, preparedness, mitigation, response, and recovery activities to include coordinating and maintaining standard operating procedures to support this annex. All

ESF-16 supporting agencies will support the Department of Public Safety in the planning and execution of the above. All ESF-16 personnel will be trained on the principles of the National Incident Management System (NIMS) and Incident Command and integrate those principles into all ESF-16 planning and response operations.

- B. Coordination with all supporting and other appropriate departments/agencies and organizations who may support ESF-16 will be performed to ensure operational readiness prior to, during or after an incident, emergency, or disaster.
- C. SCEMD will monitor conditions that have the potential to require evacuation of any area (s) of the state and implement changes in operating conditions (OPCONS), as required. SCEMD will coordinate with and advise the Governor concerning evacuation decisions and pre-evacuation actions.
- D. Evacuation decisions and time-lines will be coordinated in accordance with the State Emergency Operations Center (SEOC) Standard Operating Procedures (SOPs) and any applicable hazard-specific plans.
- E. The Department of Public Safety will develop, maintain, and execute, when required, an evacuation/re-entry traffic management plan designed to permit evacuation of all citizens in affected areas during a prescribed time frame and to facilitate re-entry following the evacuation.
- F. The Department of Public Safety will provide overall leadership of ESF-16 through a Command Staff level Trooper during all SEOC activations involving evacuation/re-entry actions. In coordination with SCDOT this designated Trooper will serve as the primary advisor to the SCEMD Director and Governor concerning all evacuation/re-entry or emergency traffic operations.
- G. SCDOT will provide technical assistance, operational guidance, and provide access to the Intelligent Transportation System network through the presence of a Senior Traffic Engineer and Senior Maintenance Engineer (as required) assigned to the SEOC during all activations involving evacuation/re-entry actions.
- H. The Department of Public Safety will develop and execute measures intended to gather information on traffic flow and highway usage and disseminate the information to the public through electronic files, government and private television/radio networks, and other suitable methods.

IV. ESF ACTIONS

A. Preparedness

1. Develop all evacuation routes for affected areas statewide.
2. Designate all predetermined traffic control points.
3. Determine and ensure provision of all equipment resources required.
4. Develop and coordinate all manpower requirements and support required from ESF-16 and local law enforcement agencies.
5. Schedule and conduct pre-evacuation coordination meetings with all participating agencies as required.
6. Establish procedures to monitor traffic flow.
7. Develop and coordinate a plan for ingress and egress of emergency vehicles during evacuations.
8. Develop an evacuation traffic management communications plan to be used by all agencies during evacuation operations.
9. Coordinate with all county and municipal law enforcement agencies to ensure clear understanding of emergency traffic management responsibilities.
10. Coordinate the development of evacuation clearance time decision matrix for all known or fixed hazards that may result in evacuations.
11. Develop guidelines, based on various scenarios, for execution of interstate reversal options.
12. Develop a public awareness, education, and information program to ensure citizens and visitors are aware of evacuation plans for their specific location.
13. Participate in state exercises and conduct, at least annually, an ESF-16 exercise to validate this annex and supporting SOPs.
14. Annually review the Department of Homeland Security Universal Task List and integrate tasks as appropriate.
15. Ensure all ESF-16 personnel integrate NIMS principles in all planning. All ESF personnel will complete all required NIMS

training, as outlined in the 2006 Department of Homeland Security (DHS) training guidance.

B. Response

1. Designate and manage operation of pre-assigned manpower and equipment staging areas.
2. Develop and conduct pre-mission operational briefings for participating agencies to include affected county and municipal law enforcement agencies.
3. Implement emergency traffic management plan to include interstate/primary highway reversal, including counter flows, and designate alternate routes where applicable.
4. Execute emergency traffic management public information program.
5. Report traffic flow information to the SEOC to include out-of-state traffic flows.
6. Coordinate execution of an emergency traffic management communications plan.
7. Provide traffic information to the Department of Corrections, which may assist their determination to evacuate prisoner populations in affected areas of a disaster.

C. Recovery

1. Coordinate with local agencies to facilitate expedited re-entry operations returning displaced citizens into unaffected areas of a disaster.
2. Prepare for and execute the reversal of interstate and primary highways to expedite the re-entry of displaced citizens into affected and unaffected areas of a disaster as directed by the Governor.
3. Manage traffic at critical intersections post impact with priority given to emergency service vehicles, transportation of supplies and equipment, and access to critical facilities.
4. Assist public and private organizations with traffic control during the restoration of infrastructure services.

D. Mitigation

1. Support and plan for mitigation measures.
2. Support requests and directives resulting from the Governor and/or FEMA concerning mitigation and/or re-development activities.
3. Document matters that may be needed for inclusion in agency or state/federal briefings, situation reports and action plans.

V. **RESPONSIBILITIES**

A. Department of Public Safety

1. Executive agent for all evacuation/re-entry emergency traffic control operations, including regulation of the state road network and management of all contingency actions such as interstate/highway lane reversal operations.
2. Identify, train, and assign personnel to staff ESF-16 in the SEOC.
3. Notify all ESF-16 supporting agencies upon activation.
4. Develop all evacuation routes for affected areas statewide, in coordination with SCDOT and SCEMD.
5. Designate all predetermined traffic control points in coordination with SCDOT.
6. Determine and ensure provision of all equipment resources required.
7. Develop and coordinate all manpower requirements and support required from ESF-16 and local law enforcement agencies.
8. Designate and manage operation of pre-assigned manpower and equipment staging areas.
9. Schedule and conduct pre-evacuation coordination meetings with all participating agencies as required.
10. Establish procedures to monitor traffic flow and to report information to the SEOC.
11. Develop and coordinate a plan for ingress and egress of emergency vehicles during evacuations.

12. Develop and coordinate execution of an emergency traffic management communications plan to be used by all agencies during evacuation operations.
13. Coordinate with all county and municipal law enforcement agencies to ensure clear understanding of traffic management responsibilities.
14. Develop and conduct pre-mission operational briefings for participating agencies.
15. In conjunction with SCEMD and SCDOT, assist in the development of an evacuation clearance time decision matrix for all known or fixed hazards that may result in evacuations.
16. Develop guidelines, based on various scenarios, for execution of interstate/highway reversal options.
17. In coordination with SCEMD, SCETV, and SCDOT develop a public awareness, education, and information program to ensure citizens and visitors are aware of evacuation plans for their specific location.
18. Provide personnel, transportation, communications, and equipment to support emergency traffic management operations.
19. Conduct after action de-briefings of ESF-16 activities, inclusive of input from local agencies after each disaster response operation.
20. Develop and coordinate an annual ESF-16 exercise based on a hurricane scenario.

B. Department of Natural Resources

1. Division of Law Enforcement
 - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
 - b. Provide equipment and air resource support for emergency traffic management operations.
 - c. Be prepared to support ESF-16 operations with personnel, as required.

2. Division of Land, Water, and Conservation
 - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
 - b. Provide equipment to support emergency traffic management operations.
 - c. Be prepared to support ESF-16 operations with personnel, as required.

3. Division of Wildlife and Freshwater Fisheries
 - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
 - b. Provide equipment to support emergency traffic management operations.
 - c. Be prepared to support ESF-16 operations with personnel, as required.

C. Department of Probation, Parole, and Pardon Services

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation. Staff SEOC during hurricane operations.
2. Provide equipment, communications, and personnel to support emergency traffic management operations.

D. SC Department of Transportation

1. Identify, train, and assign SCDOT personnel to staff ESF-16 in the SEOC.
2. Develop SCDOT supporting annex to ESF-16 SOP.
3. Support development of all evacuation routes through the provision of traffic engineering, geographic information, and mapping services.
4. In conjunction with SCEMD and DPS, assist in the development of an evacuation clearance time decision matrix for all known or fixed hazards that may result in evacuations.

5. Provide required traffic control barriers, cones, temporary signs, and sign crews to support evacuation route management.
6. Provide evacuation signs for all designated hurricane evacuation routes to include waterways.
7. Survey all evacuation routes.
8. Support DPS in the selection and management of alternate transportation routes that may be required as a result of interstate/highway lane reversals or closed primary routes.
9. Assign SC DOT incident management trucks to evacuation/emergency routes to ensure rapid assistance to disabled vehicles that may impede traffic flow.
10. Develop plans and operational procedures to support evacuee comfort stations at designated interstate rest areas.
11. Develop and publish hurricane evacuation route maps for public distribution.
12. Design, install, and maintain controlled emergency access to facilitate interstate lane reversal plans as required.
13. Fully integrate available Intelligent Transportation System (ITS) components into evacuation traffic management plans.
14. Provide real time ITS traffic information, where available, to the SEOC during all ongoing evacuation operations.
15. Provide continuous coordination with the federal and other state Departments of Transportation during regional evacuations regarding out of state traffic flows and brief ESF-16 and SCEMD Director as required.

E. Office of the Adjutant General

1. SC National Guard
 - a. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation. Provide a representative during air operations.
 - b. Provide unit manpower and equipment assignments to support traffic control points and road patrol functions as assigned by DPS/HP.

- c. Conduct training annually with all units and personnel assigned traffic control responsibilities.
- d. Provide mission ready aviation support as required by DPS/HP.
- e. Support traffic management operations with manpower, equipment, and logistical support as determined necessary and assigned in ESF-16 SOP.

2. SC Emergency Management Division

- a. Identify most likely areas of the state to be evacuated through hazard identification and available studies, i.e. Hurricane Evacuation Study, and provide assistance to ESF-16 during traffic management plan development, maintenance and all emergency operations.
- b. In conjunction with DPS and SCDOT, develop an evacuation clearance time decision matrix for all known or fixed hazards that may result in evacuations.
- c. Recommend areas requiring evacuation to the Governor and coordinate development of required executive order.
- d. Activate all departments/agencies involved in emergency traffic management for SEOC staffing.
- e. Conduct conference calls with all impacted county emergency management organizations to ensure coordination of all evacuation orders and traffic management operations.
- f. Conduct emergency public information operations through the use of EAS, PIPS, canned evacuation videotapes, and press releases, live and taped interviews, press conferences and briefings, and other media availabilities; establish and utilize a Joint Information Center (JIC) at the SEOC, and coordinate information to the maximum extent utilizing the Joint Information System (JIS).
- g. Coordinate re-entry timing and the Governor's evacuation rescission order once the hazard no longer exists.

F. SC Educational TV

- 1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of

activation.

2. Provide public information capabilities in support of emergency traffic management operations.
3. Test media link equipment annually.

G. South Carolina Law Enforcement Division

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
2. Provide aviation support as required by DPS/HP for traffic surveillance.
3. In the event the DPS radio system is inoperative, the SLED radio system will be used to provide communications to aviation support for emergency traffic management (i.e. air to SEOC).
4. Provide SLED Agent liaison to ESF-16 during SEOC activations.
5. Be prepared to support ESF-16 operations with personnel.

H. Forestry Commission

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
2. Provide aviation assets to support ESF-16 operations.

I. Budget and Control Board, Division of State Chief Information Officer

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation.
2. Provide communications equipment (radios, repeaters, ECV, and cell phones) and system status to support ESF-16 operations.

J. Civil Air Patrol

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-16 during periods of activation. Provide a representative during air operations.
2. Provide fixed wing aviation assets to support aerial traffic surveillance missions as required by ESF-16.

3. Provide air to ground radio communications during evacuation operations as required or assigned in ESF-16 SOP.
4. Provide aerial photography, still and video, during traffic surveillance missions with satellite and/or RF (radio frequency) links for image transmission to the SEOC, ECV and/or agencies equipped to receive, where possible.

VI. FEDERAL INTERFACE

- A. This annex has no counterpart in the National Response Plan. Federal assistance for evacuation is available from the Department of Energy, Department of Transportation, Department of Defense, Coast Guard, Public Health Service, and Nuclear Regulatory Commission through FEMA. Additionally, for multi-state hurricane threats FEMA, through the regional operation center in Atlanta, will establish an Evacuation Liaison Team (ELT) to coordinate multi-state evacuations simultaneously conducted within FEMA Region IV.
- B. All ESF-16 personnel will be familiar with the National Response Plan (NRP) and the corresponding annex with Federal counterpart Concepts, actions and responsibilities. This familiarization will include but not be limited to the make up, functions and responsibilities of the Emergency Response Team – Advanced Element (ERT-A), Interagency Incident Management Groups (IIMG) and the Joint Field Office (JFO).